

# **PPT facilitation at Wilderness Safaris' Rocktail Bay site Analysis and progress in 2003**

## **1 Introduction**

The aim of the Pro-Poor Tourism (PPT) Pilots project is for the PPT team and site partners to identify and implement linkages that bring benefits to poor people, and make business sense to the operator. The initial ('scoping') stage of PPT facilitation involves understanding the current linkages between the tourism company and local (poor) stakeholders, and identifying the needs and assets of the company and local stakeholders. Building on this, the next key step is to identify the type of linkage or linkages that should be developed and with which local partners. From there, PPT facilitation supports the partnership through stages - from making joint commitments into implementation.

The PPT Pilots project is working with 5 industry partners. During 2003, initial scoping reports have been prepared for each partner site by compiling information<sup>1</sup> for prioritisation and implementation of PPT actions. These cover

1. stakeholder analysis (identification of needs and assets of company and community);
2. assessment of existing linkages between stakeholders;
3. discussion of potential linkages.

At the Wilderness Safaris Rocktail Bay Lodge site, PPT facilitation has moved well beyond 'scoping' in 2003. This is due the fact that the PPT facilitator had already been closely involved at Rocktail Bay, providing facilitation, before the PPT Pilots project began. Thus 2003 involved some exploration, priority setting and planning, but also a high degree of direct facilitation to make linkages happen.

This report therefore combines 'scoping' of PPT linkages and potential at Rocktail Bay, with some update on actions taken and progress.

### **1.1 What is PPT facilitation?**

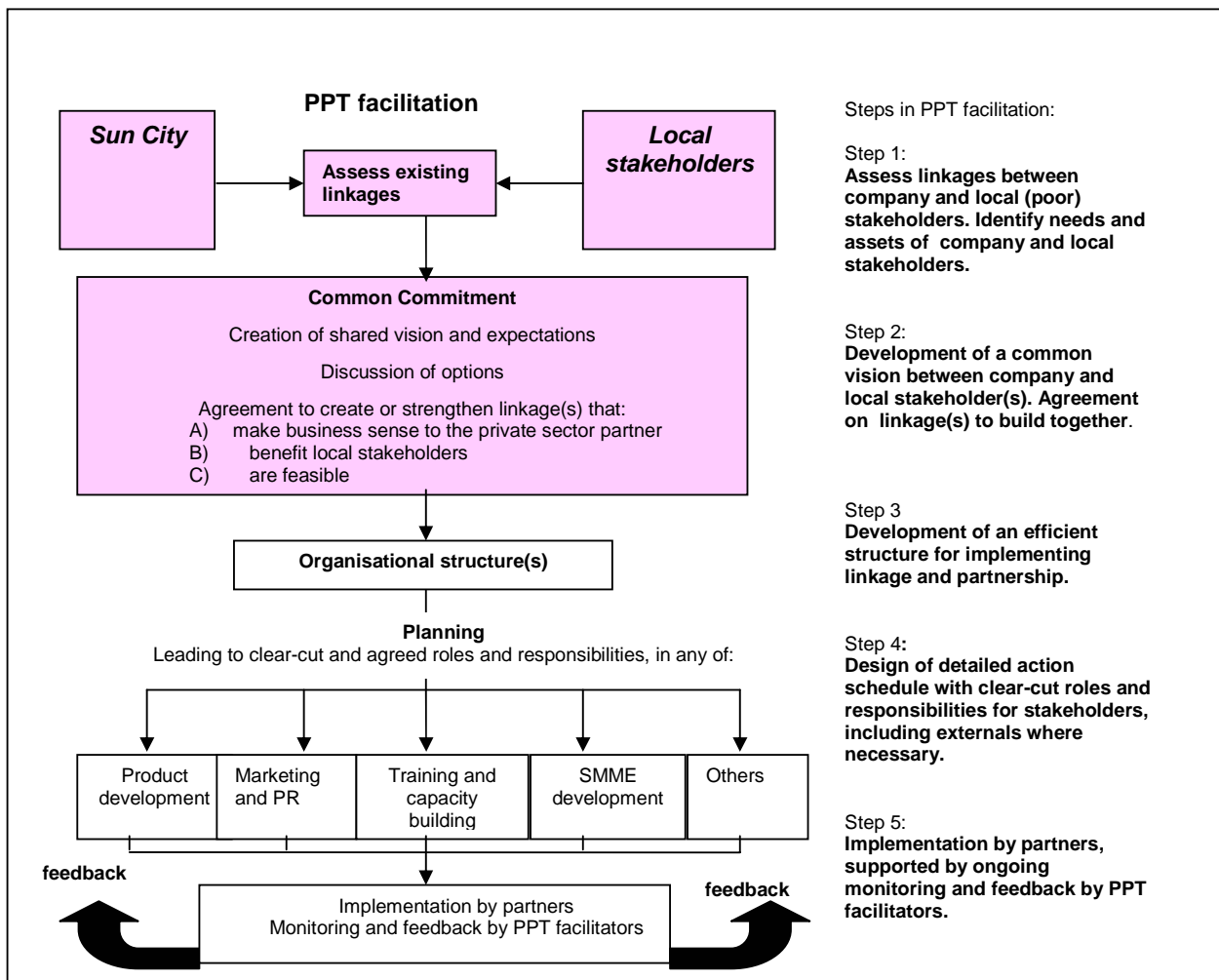
PPT facilitation is a service provided to a tourism company and its local stakeholders, to assist in building linkage(s) between them. The support facilitates the process of developing a joint vision, exploring mutually beneficial linkages, planning tasks, and achieving successful implementation.

The facilitation format is flexible but provides a generic tool that will be adapted to each site. It can be applied to the creation of a very specific linkage concerning one product, or to building a long-lasting partnership with many components. As a point of departure and drawing on the programme's skills base, PPT facilitation helps create agreement between partners on what could be achieved, and then focuses on developing the organisational structure(s) needed to deliver the linkage(s) they have prioritised. Efficient organisational structure(s) are pivotal to the parties achieving their vision in partnership. From this, clear planning of tasks and support for implementation follows.

The facilitation format is designed as an implementing tool. It demystifies PPT and provides an operational guide to site developments. The figure below highlights the way in which PPT is facilitated. The shaded areas show past/current PPT facilitation involvement.

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<sup>1</sup> This report has been finalised in December 2003 and distributed in January 2004, however, the background information on tourism flows and business details was gathered during 2003 and thus some parts may not be the most up to date.



Thus PPT facilitation entails the following components:

1. **Identification of stakeholders, existing linkages, stakeholder needs and assets**
2. **Establishment of a common vision and agreement and commitment for its implementation**
3. **Development of joint organisational set-up responsible for implementing the vision**
4. **Planning of implementation roles/responsibilities**
5. **Implementation and Monitoring**

This report discusses each of these steps in turn, in terms of what has been done, or is suggested.

## 2 Identification of stakeholders, needs and assets

### a. The private sector partner: Wilderness Safaris' and the Rocktail Bay Lodge site

Wilderness Safaris is an up-market, fast-expanding safari/lodge operator that currently operates 45 camps/lodges Southern Africa. The 'partner site' for PPT Pilots is Rocktail Bay Lodge, a high-end camp on the coast in the Greater St Lucia Wetland Park.

Although Rocktail Bay Lodge is the partner site, PPT inputs have been required in three broad components of WS work:

- **Rocktail Bay Lodge** – The existing lodge was established in 1992 and various community linkage arrangements accrue to agreements reached at that time between WS, the Kwa Zulu Conservation Authority and the community identified at the time. PPT work that precedes the pilots programme has been to improve partnership arrangements to increase community dividends and developments as well as to increase the product base in order to create new opportunities, which can capitalise on the market base that Wilderness Safaris brings into the region. The community partner is the Mqobela community, which is situated on communal land in a traditional authority ward administered by the Tembe Tribal Authority. The ward abuts the Coastal Forest Reserve (you need to be consistent – see CFR in next paragraph) in which the Rocktail Bay lodge is situated. Staff are recruited primarily from Mqobela and thus staff development, better staff conditions, better wages etc. impact on the Mqobela community where 2% of the population is employed by the lodge.
- **Additional lodge developments around Rocktail**– These have been developed due to better occupancy experienced at Rocktail Bay since affirmative steps were taken in 2000 and 2001 with the help of the PPT facilitator in securing a dive site through the Ministry of Environment and Tourism. Unsolicited proposals were submitted for sites which fall within the Coastal Forest Reserve which now forms part of the newly established Greater St. Lucia Wetland World Heritage Park (GSLWPA). Some of these sites fall outside of the Mqobela tribal ward and in the Mpukane tribal ward. They have been planned in tandem with the re-arrangement of the community shareholding and partnership agreements.
- **Kosi Bay** – During the process of proposing additional site developments, there has been an on going process since 2000 where the GSLWPA has gone through a process of registering expressions of interests in 14 tourist concession sites within the Heritage Park and taking this process through a bidding process to the point of preferred bidder. During this process, the Authority was obliged to re-announce the concession bids due to some irregularity with the national treasury and it is speculated, owing to the low quality of operators bidding. WS was invited to tender and this has been done for three sites in the Kosi Bay Lakes Complex north of Rocktail Bay, which also falls with the GSLWP. WS has now been selected as 'preferred bidder'.

Although the PPT facilitator advised extensively on this bid due to involvement in the Kosi Bay area in the late 1980's, it is not part of the 'PPT Pilots site' and for the purpose of this report there will be little reference to Kosi except where there is overlap and lessons that can apply to possible developments there. If WS is awarded the bid, there will be considerable potential for PPT input into the Kosi sites where 130 new permanent jobs are planned and a range of tourism related enterprise.

The PPT facilitation approach discussed here applies to all these developments in one way or another since they are all part of the same geographical area and would have to be administered and managed as a regional unit. Emphasis on

organisational development within the community partnership has benefits for all aspects of WS led development in the region.

**Table 1: Key company characteristics of Wilderness Safaris**

Name	Wilderness Safaris
Location	Head Quarters in South Africa
Size of operation	45 Lodges in 7 African countries ( major expansion proposed in South Africa)
Type of company	Private
Annual turnover of WS	n.a.
Type of product(s)	Wilderness safaris, photographic safaris, diving, beach resort
<b>Rocktail Bay:</b>	
Size of Rocktail Bay	10 tree lodges and a family unit offering space for 20 to 24 guests
Pricing structures	Approx R1,800
Number of visitors annually	Annual occupancy around 70%
Socio-demographic characteristics of visitor segment	Middle to up-market
Seasonality of demand	Low
Origin of visitors	Limited domestic market – large EU and US percentage
Number of Employees	Approx 45 employees (32 are local employees)
Source of employees	Local area
Seasonality of employment	Low

As table 2 indicates, WS has several assets to contribute to PPT. It also has commercial objectives which mean that many aspects of PPT make medium-term business sense to WS.

**Table 2: WS’s assets and needs relevant to PPT**

WS assets relevant to PPT	WS needs relevant to PPT
<ul style="list-style-type: none"> <li>• Leader in the safari industry with over 40 lodges in Southern Africa</li> <li>• Attracts clients for whom culture heritage products and social responsibility are seen as becoming increasingly important</li> <li>• Commitment to innovation and to social and environmental goals as evidenced in awards received, Willingness to experiment</li> <li>• Marketing muscle</li> <li>• Forthcoming substantial investments in new infrastructure</li> <li>• Operating in an isolated rural area thus providing the major source of economic activity.</li> </ul>	<ul style="list-style-type: none"> <li>• Need to diversify South African product and not just compete on wildlife.</li> <li>• Need to increase occupancy, increase visitor numbers, and develop the region as a coherent destination, and thus develop sufficient attractions to entice visitors to stay on – diversification and development of new products</li> <li>• Reduction of seasonality of visitors</li> <li>• Economic feasibility of existing and planned accommodation structures</li> <li>• Link to community based cultural and heritage attractions to create a long-stay incentive</li> </ul>

**b. Local stakeholders: Mqobela Ward community and Mpukane Ward Community**

Stakeholders were initially identified by the then Kwa Zulu Conservation Authority at the inception of the project in 1992. KZN conservation lawyers then drafted agreements and the project was supported by the Mqobela ward community as the partner. The Mpukane ward was less enthusiastic and thus stayed out of the project until recently where they have questioned their lack of benefit from the project. They have also claimed that the current lodge footprint in Malufukwe, lies partly within their territory, a claim which has been vigorously denied by Mqobela.

Thus in a more recent development, where there has been an attempt by the PPT facilitator to create a similar structure to Mqobela and merge with Mpukane, there has been resistance and so the idea has been dropped in favour of separate agreements with each community, particularly in the planning of new developments. Although separate

agreements have been reached some of the planning requires joint action, which necessitates co-operation between the two community structures

Mqobela consists of :

Homesteads:	Population:	Average per homestead:
284	1,566	5.44

Currently, Mqobela has limited tourist attractions and facilities. These include:

- Choir Groups, Informal dance groups,
- Home activity and cuisine
- Homebased craft production
- Rich history of coastal clans

There are several existing support organisations within the community, which include:

- Mqobela Trust:
- Tembe Tribal Authority
- Umkhanyakude District Council
- Elephant Coast Tourism Association – just formed

Table 3 outlines some of the local stakeholders' assets and needs relevant to PPT development.

**Table 3: Mqobela assets and needs in relation to PPT**

Stakeholder assets	Stakeholder needs
<ul style="list-style-type: none"> <li>• Cultural heritage, as a basis for a tourist product to supplement existing diving and coastal product</li> <li>• Garden groups</li> <li>• Women's Sewing group</li> <li>• An established equity share, and recognition from GSLWPA as a legal partner in tourism.</li> </ul>	<ul style="list-style-type: none"> <li>• Entrepreneurial activity and business development</li> <li>• Product development</li> <li>• Marketing, link to existing routes &amp; access to tourists/markets</li> <li>• Training and education</li> <li>• Sanitary facilities</li> <li>• Need for more effective coordination of a number of existing organisations</li> </ul>

The framework assessing the needs and assets of both community and company (Table 3 and 4) shows that there is a need for the company and community to recognise their interdependence and synergies, as well as their strengths and weaknesses. The framework provides a mechanism through which to align these synergies to confront obstacles in order to enable Rocktail and allied developments to increase benefits to the poor and to the operator, WSM.

The settlements of Mqobela and Mpukane have a history of survival and development in what was a hostile environment comprising adverse physical elements and attempts by the Emperor Shaka and a series of colonial governments to subjugate the coastal clans. A profound knowledge of the surrounding ecosystems and cunning social and political strategies allowed the coastal clans to survive and prosper in a difficult and dynamic physical, social and political environment. In a similar manner, Wilderness Safaris has survived and prospered in a difficult and dynamic

industry with physical, social and political constraints, where many of their successes have been through partnerships with local communities and other stakeholders in the regions in which they have established products.

In order for Rocktail to prosper and increase benefits to both the community and company, strategies for survival and prosperity need to merge. An alignment of synergies is needed to determine strategies needed to achieve the objective via effective PPT linkages, as discussed below.

**c. The Conservation Authority**

The Conservation Authority is a key player affecting tourism developments and the PPT linkages, because it controls tourism development in the Greater St Lucia Wetland Park, and is part of the tri-partite equity partnership involving WS and the community. The KZN Wildlife services have undergone a series of name and structural changes since the first democratic elections in SA in 1994. In 1994, the previous Bantustan (Kwa Zulu Homeland) conservation division and the Natal Parks Board amalgamated. Later KZN Wildlife services were to be subsumed in the Coastal Forest Reserve by the Greater St. Lucia Wetland Park Authority (GSLWPA) which was established to administer the newly proclaimed Greater St. Lucia Wetland Park World Heritage Site in 1998.

### 3 Identification of existing and potential PPT linkages

#### Existing linkages

In addition to the equity partnership, there are already a number of linkages between WS and local stakeholders, and several WS initiatives to benefit the local community and environment. These are summarised in Table 4.

**Table 4: existing linkages between WS and local stakeholders**

Economic linkages	Non-financial livelihood linkages	Information and partnership linkages
<i>More specifically:</i>		
<p><b>local enterprise linkages<sup>2</sup>:</b></p> <ul style="list-style-type: none"> <li>○ Local Taxi operator contracted to ferry people to and from work</li> <li>○ Casual labour for routine maintenance work</li> <li>○ exhibition and sale of local arts at craft shop</li> <li>○ organisation of community tours and hippo-viewing trips where guests pay into community</li> <li>○ Fishing guides for guests recently introduced</li> </ul> <p><b>Jobs</b></p> <ul style="list-style-type: none"> <li>○ 2% of Mqobela directly employed</li> <li>○ 32 local people have permanent jobs at Rocktail Bay. These salaries support 31 homesteads {1x husband + wife employed} with an average 5.44 people per homestead, 169 people</li> <li>○ Recent intro of union membership</li> <li>○ Recent staff training at other WS lodges combined with PPT training, guide courses and certification have resulted in salary increases</li> </ul> <p><b>Collective income sources</b></p> <ul style="list-style-type: none"> <li>○ Funds are generated through the lodge owning company (of which the community owns a 14.5% share) and the lodge managing company (they own a 12.5% share).</li> </ul>	<p><b>Local access to infrastructure and services</b></p> <ul style="list-style-type: none"> <li>○ Policing Forum – consists of 8 members supported by WS in both Mqobela and Mpukane</li> </ul> <p><b>Mitigation of environmental impacts and competing use of natural resources</b></p> <ul style="list-style-type: none"> <li>○ Cleaning of beach and beach access</li> </ul> <p><b>Capacity building, training</b></p> <ul style="list-style-type: none"> <li>○ In house training – Staff sent to camps in Namibia and Botswana</li> <li>○ PPT lecture series</li> <li>○ Theta training for new lodge development</li> <li>○ Theta training for ex lodge management development</li> </ul>	<p><b>Participation of the poor in decision-making</b></p> <ul style="list-style-type: none"> <li>○ Trust elects 2 members onto the development company as directors</li> <li>○ Director meeting report back to Trust and community at large.</li> </ul>

<sup>2</sup> Local enterprise linkages may be either (1) direct trade between the company and providers of inputs to the tourism business, such as farmers (these are 'upstream' linkages) or (2) a business or support relationship between the company and providers of tourist facilities and products, such as craft-makers or local guides, who supply tourists themselves (these are downstream linkages).

## Potential PPT Linkages

There are many different ways in which existing PPT linkages can be strengthened or new ones created. This section briefly reviews them, and then focuses on the main option discussed so far – organisational development of the community partners. In considering different options, three criteria (among others) are particularly important. Any linkage should:

- i. Make business sense to the operator – generate benefits that (over time) will outweigh transaction costs or financial costs, and ideally be integral to the top commercial priorities and business developments on which the operator is focusing in the medium term
- ii. Impact on a significant number of poor people in the area and meet one or more priority development needs.
- iii. Be feasible – likely to be implemented and succeed.

Table 5 presents a variety of possible strategies that could be developed or strengthened. These are not prioritised in terms of the criteria or necessarily recommended, but serve as a basis for stimulating discussion.

**Table 5: Examples of possible strategies for expanding and strengthening existing linkages**

Increase economic benefits	Enhance non-financial livelihood impacts	Enhance information-sharing and partnership
<p><b>Stimulate local enterprise linkages and boosting local tourism enterprises<sup>3</sup>:</b></p> <ul style="list-style-type: none"> <li>o Back up for better local craft production and small business to supply utility items to lodge</li> <li>o Better organisation of cultural and heritage tours</li> <li>o SMME supply of services and product – farming produce construction timber supply and manufacturing etc</li> <li>o Small business set up around waste management</li> </ul> <p><b>Boost local wages: more jobs, or at a higher level</b></p> <ul style="list-style-type: none"> <li>o Small business set up around waste management</li> </ul> <p>Continued development of training for local staff to take up management positions.</p> <p><b>Create collective income sources</b></p> <ul style="list-style-type: none"> <li>o Rearrangement of core business shareholding to streamline and increase dividends (his is being done in conjunction with new lodge developments where increased shareholding will be located into the ownership company to benefit from rental)</li> </ul>	<p><b>Increase local access to infrastructure and services</b></p> <ul style="list-style-type: none"> <li>o Day night care centre for staff children</li> </ul> <p><b>Mitigate environmental impacts and addressing competing use of natural resources</b></p> <ul style="list-style-type: none"> <li>o Uncertainty about development and continued use of resources in the park have led to plunder of ocean resources as a tactic to expedite development. Measures need to be taken to prevent this happening, PPT has started to explore options here. Primarily through the resource management portfolio in the Trust.</li> <li>o Share waste infrastructure for incineration and disposal of waste.</li> </ul> <p><b>Capacity building, training</b></p> <ul style="list-style-type: none"> <li>o Intensify training of Trust and Trust portfolios</li> </ul>	<p><b>Increase participation of the poor in decision-making</b></p> <p><b>Improved information flow</b></p> <ul style="list-style-type: none"> <li>o More and improved interaction between Trust and Lodge management</li> <li>o Liaison with each other and GSLWPA over management of the area</li> </ul>



As Table 5 shows, there is some scope for continuation and expansion of PPT linkages, for example in:

- a) Further **employment** opportunities (mainly relevant at the new sites) and employment promotion opportunities for long-standing staff.
- b) New **enterprise** opportunities that (1) supply inputs to the lodge, such as vegetables, animal husbandry products, fish and ocean fare, and (2) provide services and attractions for tourists at the lodge that build on local skills and culture, and can be incorporated into lodge programmes.
- c) Ensuring **collective income** flows more effectively into community needs.

### 3.1 Discussion of options and strategies at Rocktail Bay site

#### a) Employment.

Whether it is possible to expand the total number of staff employed will depend on continued lodge occupancy and profitability. Of more immediate interest is the issue of how prospects of local staff can be improved. There are several issues here, such as pay and pensions, but a key one is how some may move up into senior positions. It is of particular benefit to WS as a company if the most able local staff are eventually able to join the mobile management team for WS in the Region. Critical action is already underway, in that waitress and guide training on site has started, along with Theta training for staff and in particular management staff at Rocktail Bay. WS head office has also provided opportunities for Rocktail Bay staff to work at other WS lodges. Important measures in support of continued progress in training are:

- WS head office making provision for temporary replacements to cover for existing staff to attend training courses or placements.
- Developing a more constructive spirit at the lodge between all staff and management. Recently staff have become unionised. PPT helped in the facilitation of agreements and staff conditions of service being drawn-up jointly between WS and SACCAWU the union. PPT has been asked to help to translate individual staff contracts into Zulu and help staff understand the contracts and conditions of service. This was requested by staff and management alike.

#### b) New enterprise opportunities.

There have been a number of SMME possibilities identified, to date.

Market garden production was identified in 2001 (see Poultney and Spenceley (2001)) where it was calculated that earnings from informal sales of food locally were approximately R54,000 per year. However, if the community could supply all items currently purchased by the lodge and its staff at the local supermarket, then this figure could increase almost four-fold, to an estimated R410,000 per year. In addition, the volume of timber purchased locally could have increased from R1,800 to R174,000 in 2000, if local plantation managers had been sufficiently organised to meet the construction demands of Rocktail Bay.

To date attempts to structure agriculture to produce for the lodges despite input accessed from other organisations such as FAO (Food and Agriculture Organisations in Swaziland), the Department of Agriculture and others, have not succeeded. With a more representative and efficient portfolio on tourism related developments within the community Trusts this may change.

A new airstrip has been financed and constructed by WS. The idea is that timber on either side of the airstrip that needs to be felled to guarantee safe flight paths for exit and entry, will be provided to the Mpukane community and a timber depot will be established. PPT has facilitated discussions with the government Department of Water and Forestry and

other stakeholders. This is also aimed at organising community and individual wood lots in Mpukane and Mqobela the region to supply a market.

A viable SMME in the construction of lodge staff accommodation from local timber is currently being considered on recommendation of PPT. This is being done with an architect who is designing the possible expansion of the Rocktail Lodge itself and the Manzengwenya lodge, which is planned to be built in the Mpukane tribal ward.

Two enterprises which have been developed as a direct result of Rocktail Bay and Ndumu (WS's second lodge in the region in the Ndumu Game Reserve) are the creation of a taxi service and cultural excursions including a Diviners Training School and Sangoma Performing Arts Group. The taxi services at each lodge are run by members of the immediate local communities, and contribute an additional R29,000 per annum to the area. The Sangoma Dance Team performs traditional ceremonies and dances for visitors to both lodges on request. Sangomas (*izangoma*) are traditional healers in Southern Africa who practise divination through ancestral spirits, which complements holistic health care through administration of herbal remedies and treatment. Maputaland has a high population of Sangomas, who practise their art and craft with many of the herbal remedies available from the region's biodiverse ecosystems. The principal Sangoma who provides excursions and performances for WS guests runs a successful practise and training school where he trains interns. The money earned from the performances has allowed the Sangoma Training School to take on financially disadvantaged students, and to speed up the rate of training by funding materials for key ceremonies. It has also allowed the head Sangoma to employ people to work in the fields, and to initiate the development of a small shop. Increase in the demand for Sangoma performances and other cultural and art activity will accompany the drive to broaden and diversify the product base for WS guests.

Thus it is evident that there are many potential opportunities but at the same time, some challenges must be recognised. Firstly, some enterprises, such as sale of vegetables and crafts happened before but did not thrive. They stopped. New efforts would therefore need some new ingredients. Secondly, lodge staff are currently over-stretched and have very little time to invest in developing new business relations with the community or even new product activities for clients. Thirdly, there is relatively little information on both sides about what the other has or needs. The lodge, for example, did not know of the vegetable garden, while the farmers do not know what the lodge would like to buy, and craft makers were not able to provide the range or quality of goods to meet tourist needs. Training needs and transaction costs are likely to be high.

Some general strategies to exploit potential in the different enterprises are:

- Discussion of business ideas between WS and community members;
- Identify sources of training input where necessary;
- Identify ways to facilitate business transactions – e.g. cell phones, analysis of how transport can be arranged when necessary;
- Increase staffing or rearrange staff duties to assign specific lodge staff with responsibility for follow-up.

The PPT facilitators can assist with the first three of these. The last point requires liaison and support from WS head office. This is all contingent on an efficiently functioning community structure

Specific steps that could be undertaken to develop particular local enterprises are as follows:

- *Visits to homes/Sangomas/local music and art performers.* Initial meetings between lodge management, guides, and community members involved. Discuss the product, how lodge and service provider can communicate in advance to set times, how English communication to tourists will be done. Assign one or both

guides with responsibility for developing the visits on a trial basis and reporting back. Include written information on the activities in guest information packs – if necessary explaining this is a new product.

- *Cultural and heritage circuit:* PPT is helping with facilitating meetings, arranging discussions between local aspirant product holders and plans to help implement new product and a community cultural and heritage circuit. Specialist services to make a tour circuit work is needed and this is where PPT needs an arsenal of support organisations who can be brought in to assist as in technical developments of for example craft.
- *Craft sales:* The marketing outlets exist (the lodge shop plus access to the WS network). The question is the products. The first step is to identify whether there are local products, in addition to the decorated bottles, that can be sold to tourists. We suggest:
  - The PPT team facilitate visits from craft export experts who would be interested in sourcing products for their own business, and who would also be able to advise on tourist product developments. Some of the practical limitations and opportunities are the absence of clay for pottery and thus crafters have developed basketry tight weave products. The problem is in design of utility items for a tourist and export market. There is also limited hard wood supplies which is subject to coastal forest regulation.

#### c) Effective use of collective income for local needs.

The first Trust was dissolved and re-elected since. However, although dividends were being paid regularly into the bank account of the community Trust, there were allegations of mis-management. The newly elected Trust has not performed any better and there has been no overt expenditure by the Trust on local needs for over a year. Current Trust members feel hindered from spending money by continued confusion over the Trust, and there is no comprehensive knowledge of how income has been spent to date (among Trust members, the community, or lodge). Thus, the income cannot serve local needs and cannot build widespread commitment to the WS lodge while this situation persists.

- The strategy has been to structure portfolios in the Trust to take responsibility for eg. finance and expenditure. This is also contingent on other components of the Trust developing efficiently. Thus, PPT has brought in an additional member to assist with organisational development and over the next year specific expertise around financing, resource management, tourist related enterprise and small business will be factored into the programme.

The PPT team can continue to help develop this pivotal aspect by advising on the process, helping to build commitment on both sides, and providing continuity over time.

Another issue is whether community income from the lodge can be increased. There are already plans to do this by increasing the community's equity share. However, this will also require a strong Trust, capable of making repayments, in order to work out the practicalities of this. Therefore this development is dependent on solving difficulties with the Trust.

#### d) Developing partnership and participation

Issues of partnership and participation are often less tangible than other linkages between a lodge and neighbours, but have a big long-term impact on how other linkages develop. Strategies to enhance participation and partnership can focus on boosting:

- Information and communication: meetings, report backs, exchange of news and plans
- Partnership: developing more formal linkages between an operator and community
- Input into decisions: ensuring that local people are consulted and have a say in tourism decision making by government and the private sector.

Currently at Rocktail Bay, there is already a formal partnership, in the tripartite equity venture. In terms of information flow between community and company, there are few formal channels. Information flows via informal gossip and local staff. Meetings between the Lodge and Trust stopped, there are no information links between the lodge and the wider community, and links between the Trust and the wider community are poor. Community involvement in decisions, by WS or government, is limited, though consultation is on-going regarding the new sites.

### 3.2 Discussion of options and potential strategies at the new sites

Similar principles and possible strategies apply, with the different??? that there is here an opportunity to integrate current thinking from the design stage. Here again vital functions in negotiating and introducing agreements between the community, the company and conservation authority is contingent on strong organisational infrastructure. The principles and the components of a restructured Trust in Mqobela are being applied to Mpukane before the construction of the new Manzengwenya 20 bed camp and operations begin.

- *Construction Work – Recruitment:* The Mpukane Trust has to work with the Lodge to develop an equitable way for the selection of workers to build the lodge at Manzengwenya (the same applies to Kosi if the bid is successful).
- *Wage income:* it is vital to ensure that lodge staff come from the Mpukane community (and perhaps Kosi community if the WS bid succeeds), to identify a system for selecting staff, and to ensure that sufficient training is available for local staff to take-up these jobs.
- *Collective income:* a priority issue is to define the nature of the 'partnership' between WS and the community: The newly structured Trust and lodge have to define the partnership as well as negotiate the re-arrangement of shareholding and benefits. What form will the partnership and payment take? Lease/rental payment to a land managers, dividend payments to equity shareholders, a combination of different payments? The issue of how community income is spent, and how accountability to the wider community is ensured, should be addressed from the start. Note for example, that other joint venture contracts include an obligation on the community Trust to spend the collective income in consultation with and for the benefit of the community (i.e. it is a contractual obligation).
- *Small enterprise, casual income.* In the construction phase, it is assumed that a lot of casual work opportunities will be generated. It will be important to ensure that employment is taken-up by members of the Mpukane community so that people see visible benefits of the Lodge developments. It is too early to focus on setting up secondary enterprises to the lodge (cultural visits, food supplies), *but* it is well worth analysing potential for these during the planning phase, so that measures, staff roles, information flows can be built in from the start.

Thus, the main areas of synergy between the company and community lie in employment promotion, new enterprise developments, and more effective use of collective income.

*How can these be achieved?*

Much of this can be achieved via an improved community structure. The community itself has complained about the Trust structure being unable to interact effectively with the lodge in representing their interests, and being unable to lobby government efficiently. The Trust is also said to have mismanaged collective income that accrues from lodge dividends through a proportion of rental that accrues to the community as well as from guest donations.

#### **4 Establishment of a common vision and agreement and commitment for its implementation**

Usually PPT facilitation aims to bring the company and local stakeholder(s) together to create a shared vision in which they identify a common goal and common expectations. They agree to work together and agree on the type of linkage(s) they intend to create or strengthen. Reaching agreement may be a simple step, or may involve PPT facilitation to mediate between different interests. It may be appropriate to create a vision and agreement separately with different stakeholder groups. The agreement to build a linkage must be based on three prerequisites: a) it makes business sense for all parties; b) it impacts positively on 'poor' stakeholders; and c) it is feasible, likely to be implemented and successful in the long-term.

At Rocktail Bay, there is already a long-established partnership between WS and the Mqobela, but a number of problems limiting the effectiveness of the partnership, which also involves the Conservation Authority. Thus the focus is to turn into a practical partnership, while also developing the new partnerships at new sites. A vision for future developments started to coalesce after successful negotiations with the Ministry of Environment and Tourism led to a two year experiment to allow diving off the coast in the vicinity of Island Rock. Tide dependent diving as well as the distance from Rocktail Lodge makes diving logistics difficult and restricts divers to two dives per day at low tide. It was agreed that notwithstanding the difficulties diving had been a catalyst in diversifying the experience and has led to better occupancies. Thus there is a need for additional camps/lodges and additional diving facilities that are also suited to the South African market.

There has been considerable time spent in trying to reconcile different expectations and visions of development. Prime amongst these have been trying to reconcile community, conservation and company perspectives on tourism. Generally:

- Community Perspective - involves unrealistic expectations from and lack of understanding of tourism
- Conservation perspectives – see tourism as a necessary evil to generate revenue but also have little understanding of the industry from operations to other components such as marketing and sales. For example, turtle tours (a prime attraction at Rocktail) is typically marketed a year ahead whilst new tender procedures introduced had not yet been resolved well into the turtle season, which commenced in October, with the first turtles emerging to lay their eggs at that time.
- Company – although WS have embraced the community as partner and would like to see the community dimension of the programme deliver more benefits and become an integral part of the product base and regional destination, there is a disjuncture between head office and the lodge in terms of approach. Lodge management is conservative and over-cautious about launching these linkages, presumably anticipating additional pressure on lodge management and routine particularly if the community partner is disorganised.

As outlined above, it is important to move beyond the formal legal partnership and develop more regular information flow and sharing of perspectives. As Table 6 outlines, this is one important area of synergy between WS and local partners, which in turn will affect another area of mutual interest, which lies in influencing the government over management of the area.

**Table 6: Partnership benefits: Company and community needs, assets, and areas of synergy**

WS has:	Community has:
<ul style="list-style-type: none"> <li>• Little staff time to invest in meetings</li> <li>• Desire for widespread support within the community for the lodge, and understanding of lodge needs</li> <li>• A need to influence government decisions on roads and management of the area</li> <li>• Ability to add a strong investors' voice to back up community requests of others</li> </ul>	<ul style="list-style-type: none"> <li>• little information about lodge operations, long term needs for success, or contribution to community</li> <li>• lack of a widely accepted channel for acting as mediator between community and lodge</li> <li>• A need to influence government decisions on roads and management of the area</li> <li>• Ability to add a credible community voice to back up company requests of others</li> </ul>
<b>4.1.1 At the new sites, the above plus:</b>	
<ul style="list-style-type: none"> <li>• A need for appropriate permissions from government and influence on government decisions re the new sites</li> </ul>	<ul style="list-style-type: none"> <li>• A need to influence WS and government forthcoming development decisions</li> </ul>
<b>4.1.2 Main areas of shared interest between company and community</b>	
a) Improved information flow b) Liaison with each other and with government over management of the area	

## 5 Development of joint organisational set-up responsible for implementing the vision

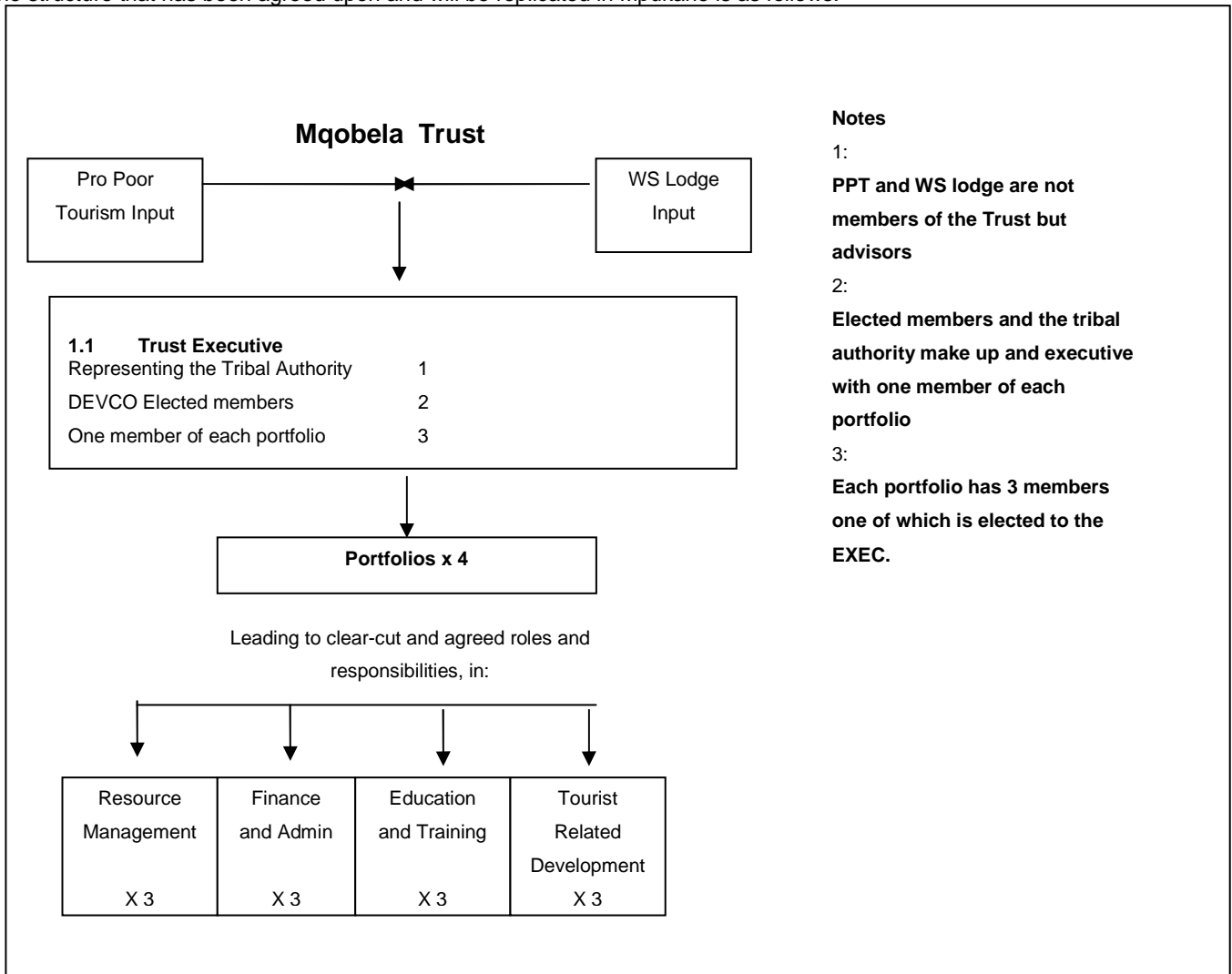
PPT facilitation is helping to design and set up structures for stakeholders to work together to develop PPT linkages. Such structures can range from loose, informal arrangements to a formalised, wide-ranging institutional arrangement. The reorganisation of the community trust at Rocktail, and development of new community structures at the new sites is of utmost priority. Probably the three most important requirements for bringing benefits to local stakeholders are:

- Commercial success of the linkages developed through improved organisational structure and interaction with WS and the GSLWPA.
- Effective partnerships and good leadership, both within the community and with WS;
- Explicit consideration of how to increase local linkages throughout design and implementation.

**Table 7: possible pro poor benefits from improved organisational development**

Elements of improved organisational development	5.1 Potential benefits to local stakeholders
Strong community structure	Better able to negotiate with WS and better partnership achieved
Strong Adjusted Trust Structure	Mutual beneficial WS and Mqobela in negotiating with conservation and lobbying government
Trust Portfolios on Finance and Administration	More equitable and efficient use of collective income More effective use of finance to support income generating and enterprise opportunities
Trust Portfolios on Development	Development better positioning and inclusion of wider range of attractions Cultural, heritage, historical, products run by local people increases income More visitor nights and expenditure in the area; better able to negotiate with WS since it contributes to WS core business Sales outlet for traditional cuisine, agric and animal husbandry products Sales of art, craft, food, and other local products
Trust Portfolios on Resource Management	Sustainable ecological and economic use of natural resource base. Improved infrastructural development Shared use and benefits – from roads, signage, communications, security improvements etc
Trust Portfolios on Education and Training	Better use of donations for school and community education More efficient and equitable allocation of resources for bursaries and other education support systems
Equitable and efficient organisational structure	Replication for future developments

The structure that has been agreed upon and will be replicated in Mpukane is as follows:



**Notes**

- 1: **PPT and WS lodge are not members of the Trust but advisors**
- 2: **Elected members and the tribal authority make up and executive with one member of each portfolio**
- 3: **Each portfolio has 3 members one of which is elected to the EXEC.**

## 6 Planning of implementation, roles and responsibilities

PPT facilitation helps stakeholders in their partnership arrangement to identify the tasks to be undertaken for implementation. It is important that partners allocate roles and responsibilities between them, and develop a schedule of tasks. Tasks may relate to various components such as product development or capacity building and training.

While, of course, implementation of PPT strategies is on-going in various ways by WS, community members, and the PPT facilitators, it is also important to introduce a more planned approach to responsibilities. Currently tasks are being allocated within the revised Community Trust arrangement, as outlined above. Portfolios within the Trust have been facilitated by PPT to streamline and strengthen the functioning and effectiveness of the Trust. The efficiency and effectiveness of the Trust will largely determine the way in which increased PPT linkage occurs.

## 7 Implementation and Monitoring

PPT facilitation assists with implementation through providing inputs and advice, or if necessary sourcing external inputs. It is, however, essential that the main tasks are carried out by the stakeholders so as to provide them with ownership over the product and outcome, and to ensure sustainability of the linkage once facilitation is completed. The

PPT facilitation team also monitors the development of linkages, provides feedback to stakeholders, and assists in adapting and improving plans and implementation.

The main areas of on-going implementation at present are:

*Organisational development:* Community Trust formation/revision is being facilitated by PPT, as outlined above.

*Expansion plans:* Development of WS expansion plans and negotiations with GSLWPA is on-going, and is a pre-requisite for much of the more detailed development of PPT linkages at the new sites. The new camp at Manzengwenya is due to be erected in 2004

*Product and enterprise development:* the Mqobela Trust Portfolio on Tourism Related Development is collaborating with WS and outside bodies to assist in developing products that compliment the conventional lodge products. The process is being facilitated by the PPT team in terms of establishing a functioning development portfolio, product identification, and in sourcing independent product selectors. It is also important that WS allocate staff time and responsibility to specific product initiatives. In terms of SMME development, further business appraisal is needed.

*Improved partnership and information flow.* Developing flows of information and continuing to build a shared vision is an important responsibility for both stakeholders, needing continued PPT facilitation. Again, this depends on an effective community trust, and on allocation of staff responsibility within Rocktail Bay.

*Marketing* of the lodge is on-going, done by WS using conventional brochures, websites etc. It is important to note that the pro poor element has also been publicised and its success strengthens the business case for PPT by generating marketing returns to WS. PPT has assisted in publicising PPT related development to the extent of WS winning the WSSD Imvelo Award for best community programme, securing the World Tourism Organisation (WTO) accreditation as a case study for best practise in the eco-tourism category, and has contributed to the Wilderness Safaris Group winning the World Legacy Award (National Geographic and Conservation International). PPT has also hosted industry organisations such as the Tourism Business Council of South Africa (TBCSA) at the partner site to the extent that WS and the PPT linkage developments are to be documented for screening on Television stations. PPT has also assisted in the design and implementation of guest information and donor brochures.

*Training:* at Mpukane. training to staff of the new dive camp and to upgrade existing staff skills including management has begun. PPT and INTAC (Integrated Nature-Based Tourism and Conservation Management in THETA) has started with the selection of staff for training, (from 114 applicants). INTAC greenfields training of new staff in April 2004. Training is at no cost.

At Rocktail ( Mqobela), training also extends to management training for the existing Rocktail camp and extension thereof, so as to reduce reliance on ex-pat managers and train-up local management personnel. PPT has run a series of seminars to expand the knowledge base of management staff and guides beyond the confines of the lodges and protected areas in which they are located. There is a need to go beyond only promoting the conservation ideals of the dedicated wildlife professionals. Knowledge of the heritage, culture and development dynamics of Maputaland allows the industry to participate in regional initiatives, which have implications for conservation and tourism – and provides an additional dimension for those who interface with tourists so enhancing guest experience and understanding of the region. This has also entailed facilitating training input from organisations who for example do wine tasting and appreciation and understanding. This meant that local staff who serve the wine but have never tasted or let alone have any understanding of viticulture and grape cultivars, have become more familiar with the products that they are selling.

*Partnership and policy development:* of necessity, WS and the community face a common challenge in speeding up the pace of tourism development in the area. Thus another facet of PPT facilitation has been trying to negotiate with the GSLWPA in terms of the slow pace of tourism development in the park leading to despondency amongst community and the company, and the wilful destruction of natural resource. Ocean resources, such as mussel beds on



the rocks, red bait, crabs and octopus, have been plundered where tourism related developments promised by the authority have not materialised. Legislation governing the use of natural resources has been broadened leading to a belief by the community that they will be cut-off from natural resources that support their livelihood.

Mass marches have been held in protest against the GSLWPA and its designated conservation and law enforcement body, Kwa Zulu Natal Wildlife Ezemvelo. PPT has held meetings with the community and conservation in this regard to try to mitigate the consequences of the long-standing conflict between the conservation authority and community. This is also of particular relevance to the Kosi Bay bid where there has been a total breakdown of trust and communication between conservation and community, which mitigates? against tourism investment including investment by WS.

As the initial scoping of PPT linkages at Rocktail Bay was undertaken in July 2002 (building on Poultney and Spenceley's analysis (2001), it is important to reassess the state of PPT linkages in mid 2004 and to monitor change at the start of this new phase of rapid development. The obstacles and paths to success at Rocktail Bay are also essential to monitor, so that plans can be further amended, and because they have wide relevance not only for other WS sites but also others in the industry interested in developing PPT linkages.

## **8 Conclusion**

Enormous progress has been made at Rocktail Bay in developing a variety of linkages between the company and community. There is clearly potential to make these more effective at Rocktail Bay, drawing on a restructured community Trust and management commitment from WS. The expansion of WS operations to new sites, further creates potential to replicate the partnership approach of WS, while short-circuiting some of the problems and lessons encountered so far, and ensuring a variety of PPT linkages are built in from the design.

## Appendix 1: tourism context in South Africa and KZN

Tourism in South Africa in 2001:	KwaZulu Natal
<ul style="list-style-type: none"> <li>▪ Foreign tourist arrivals: 6.4 million, an 11.1% increase over 2001</li> <li>▪ The top five source markets are neighbouring SADC countries (i.e. 1.5 million arrivals from Lesotho alone).</li> <li>▪ The biggest overseas markets are the UK (approx. half a million arrivals), Germany (just under a quarter of a million) and the US (around 175 thousand).</li> <li>▪ Domestic tourism makes up around 70% of the tourism value to South Africa.</li> <li>▪ Europe is a very important growth market: UK (24% increase in arrivals between 2001 and 2002), Germany (22%), France (35%), Netherlands (14%), Italy (29%), Ireland (43%), Portugal (34%) and Spain (37%)</li> <li>▪ 61% of air travellers are repeat visitors and 87% of land visitors</li> <li>▪ Arrivals are seasonal and cyclical. The peaks are in December and the valleys are in June. The difference is approx. 60,000 arrivals. This pattern is repeated every year.</li> <li>▪ The average length of stay for air tourists who visited South Africa in 2002 was 14.4 days, while the average length of stay for land tourists was 8.1 days</li> <li>▪ While holiday and VFR visitors stayed on average 14 nights, shopping and business travel was far shorter with 4 days and business travellers with an average of approx. 5 days</li> <li>▪ Value estimated at R90.4 billion in 2000 to which overseas visitors contributed R25.9 billion. Almost level with gold, 2<sup>nd</sup> largest earner of foreign currency for SA.</li> <li>▪ Projected growth of 11.6 % p.a. to 2010.</li> <li>▪ Total foreign direct spend in 2002 is estimated to have been R48.8 billion.</li> <li>▪ On average just over 40% of total trip cost is spent in South Africa</li> <li>▪ In 2002 tourism contributed approx. 10.9% to South Africa's GDP.</li> <li>• In 2002 492,654 people were employed in the sector. It is estimated that by 2005 tourism employment will make up 9.3% of all employment</li> </ul>	<ul style="list-style-type: none"> <li>• Approx. 1 million international visitors in 2002 and 8.4 million domestic visitors (a total of just under 10 million)</li> <li>• Value of spending by international visitors is estimated to be approximately R7.5 billion; spending by domestic visitors is estimated at R9billion</li> <li>• The contribution of tourism to the GDP is estimated to be around 10% (or R21 billion)</li> <li>• it is estimated that 273,000 are directly employed in the tourism industry</li> <li>• Average length of stay: 8 nights (8 nights for international visitors and 7.5 for domestic visitors)</li> <li>• The top foreign source markets are: UK (24%), Germany (13%), USA and Canada (10%), France (8%) and the Netherlands (6%)</li> <li>• The top domestic source provinces are: Gauteng, KwaZulu-Natal, Northern Cape/Free State, Mpumalanga and Western Cape</li> <li>• The main purpose of visit for international visitors are: holiday (68%), Business (17%), VFR (9%) and other (6%)</li> <li>• The main purpose of visit for domestic visitors are: VFR (42%), Holiday (22%), Other (19%) and Business (17%)</li> <li>• The main destinations in KwaZulu Natal for international visitors by far is Durban (approx 30%), followed by Drakensberg and E. Griqualand, Zululand, (Maputaland received only about 7% of all international visitors in 2001)</li> <li>• The main destination for domestic tourists is Durban (approx 50%), followed by Pietermaritzburg and Midlands, and South Coast (Maputaland received only about 1.5% of domestic tourists in 2001)</li> </ul>

Source: KZNTA 2003, KZNTA 2002